' of using the available tonnage to give the Russians the largest possible quantities of the types of which they stand most in need.

2. We have done what lay in our power to ensure this material being turned to the best account.[55]

It cannot be denied that there was real force behind the contention of the Allies that transport difficulties would handicap the allotment of large *The missed* supplies to Russia. But that ought to have been ascertained and set right years ago : the defect in Russian efficiency was well known before the war. Had there been such an authoritative Conference in Russia in 1915 as the one the proceedings of which I am now summarising, deficiencies could have been made up, shortcomings could have been rectified—and all in time, before Russian nerve, patience and endurance had been exhausted and before despair and hunger had bred disaffection. The Russians were so frightened by their defeats in 1915 that they would have agreed to any system of supervision and control in return for assured supplies. They were quite accustomed to the spectacle of foreigners organising industries and enterprises for them in their own country. Before the War there were German engineers in every branch of the metal industries and there were Welsh settlements in the iron and steel districts and in the coal areas. Sir John Hanbury-Williams reported in 1916 that the Czar had looked forward to

the visit of Lord Kitchener as an opportunity for overhauling and reorganising the transport system in Russia.

General Hanbury-Williams was a soldier perfectly adapted to represent the country at a Headquarters